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TRANSPORTATION MANAGEMENT STUDY

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TRANSPORTATION MANAGEMENT STUDY
June 1979

Demiles R. Pedersen
Property Management Specialist, WO
Co-Team Leader

Marlon C. Osborne
Chief, Branch of Property Management (SC)
Co-Team Leader

Jerry Thomas
Management Analyst
Branch of Systems & Organization (SC)

John Chappell
Chief, Branch of Administrative Management
Nevada State Office

Joe Chavez
Office Services Manager
Oregon State Office

Jim Melly
Chief, Branch of Administrative Management
Colorado State Office

Chuck Stennett
Supervisory Flight Engineer
BIFC

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United States Department of the Interior

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BUREAU OF LAND MANAGEMENT
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March 7, 1980

Instruction Memorandum No. 80-343
Expires 9/30/81

To: SD's; SCD; BLM D-BIFC

From: Deputy Director for Services

Subject: Transportation Management Study (TMS) FD 4/15/80 4/30/80
7/15/80 9/15/80

The FY 1979 Annual Work Plan (AWP) Directives called for a Bureau TMS. The TMS Team convened in Denver on June 4-15, 1979, and subsequently issued the enclosed report. The purpose of this memorandum is to initiate implementation of certain recommendations contained in the report. The main thrust of this report is development of individual State or office transportation plans, as described on Pages 22 and 23. The FY 80 AWP Directives provided:

- Page 1-46, Property Management: "A transportation management study was conducted as scheduled in the FY 1979 AWP Directives. The study team report along with the Director-approved recommendations should be distributed in early FY 1980. Each State and office should plan to allot FY 1980 time toward developing a State or office transportation management plan which will consider all modes of transportation needs to support programs and, at the same time, allow proper consideration of cost and energy conservation. Multi-disciplinary management personnel input will be required and some travel may be required to attend specific team meetings. You should tentatively plan on approximately 3 work-months of effort for each State."

- Page 1-109, Special Attention Items: "Each State not having already done so will develop an aviation management plan. Where total transportation plans are being considered, the aviation plan will be developed in conjunction with the overall plan. States should plan on sending one attendee to the Aviation Management Meeting. Time and location to be announced."

The above meeting was held, and State aviation management plans are being developed.

Each State and office is to develop a total transportation management plan to include all types of transportation as follows:

- Use the study approach found in Appendix 1 of the study report.

- If States and offices have developed or are developing aviation management plans, they should be blended into a total plan considering all types of transportation.

- Contact the SCD (D-555) regarding the availability of data (e.g., cost and use reports) and possible participation in studies, as manpower and travel funds permit.

1. General Guidance

a. The title, "Transportation Management (Plan) Study" should not be confused with the BLM Engineering transportation management plan for roads, trails, airfields, etc.

b. Some of the recommendations infer that aircraft and motor vehicle management should be merged under a Transportation Specialist Position. Aircraft management positions have been established at State Offices and motor vehicle management responsibilities are generally included as part-time functions in established positions at State and District Offices. Aviation management responsibility is usually statewide; whereas, the majority of motor vehicles are assigned and used at the District and RAH levels. Improved planning to include all modes of transportation is the desired goal. Various methods to achieve that result should be considered in State TMS's.

c. The Bureau's vehicle operations, and particularly BLM's ownership of vehicles, has increased considerably in the past few years. With ownership comes the responsibility for overall fleet management. The Bureau must develop and implement policies and standards to assure proper utilization and maintenance, efficient and cost effective operations, and fuel economy. This report discusses several steps in this direction.

d. Since this report was written, several events have occurred which underscore the need for better transportation management:

(1) Truck mileage costs are included in the travel object class and therefore have ceiling constraints.

(2) Spiraling fuel costs will significantly affect operating budgets.

(3) Mileage and gallonage ceilings and other constraints are being imposed to carry out the President's directives to reduce Federal fuel consumption. Given the world energy situation, tight controls can be expected to continue indefinitely.

(4) The automotive industry is downsizing vehicles in all classes and is offering performance features, such as front-wheel drive and four-wheel drive, in compact vehicles.

Success in improving fuel economy in transportation depends heavily on a strong commitment by management plus the support by every employee who uses vehicles. Everyone must adopt the policy that energy conservation is a national priority, both in an official and personal context, and must be considered equally with mission accomplishment. The President said, in his February 1 message, that extraordinary measures and sacrifice are required to save energy. Innovation and a willingness to change habits are required in order to continue to accomplish our job with less fuel. The two ways to do this are: cut out waste, and get the most mileage per gallon of gas. I expect your plans to center around these thoughts.

2. Implementing Study Recommendations

Recommendations in this report are approved and should be implemented as indicated, unless this memorandum says otherwise.

a. Pages 3 and 14, Section A2 - Pooling of Vehicles.

(1) Establishing motor pools and providing operating guidelines must be considered in transportation management studies by each State and Office.

(2) The need for a transportation specialist position or identifying these duties with existing positions must be considered in State TMS's. Delete "Aircraft Operation" in view of comment under 1.b. of this memorandum.

b. Pages14 and 15, Section A4 - Remote Stationing of Vehicles. The WO and SC will look into this in connection with a study of the motor vehicle system scheduled for FY 80. A conflict exists between high-low utilization reports and the remote stationing of vehicles, but it may be some time before the motor vehicle system can be modified. In the meantime, this conflict should definitely not preclude remote stationing where it will save fuel and/or facilitate program accomplishment.

c. Page 15, Section A5 - Modes of Transportation.

(1) Finding: A wide difference in the application of our transportation resources may not necessarily be a problem. This should be addressed in each State or office TMS in an attempt to identify the most efficient, cost-effective, energy saving transportation plan possible for its individual programs.

(a) Recommendation: See Paragraph 1.b. and 2.a., above.

d. Pages 15 and 16, Section A6 - Work Scheduling. Field offices have authority to implement compressed work schedules for field operations. See Instruction Memorandum No. 79-553.

e. Pages 17 and 18, Section B1 - Program Accomplishment. Transportation management (aircraft and motor vehicles) should be included in appropriate evaluations at all levels. Responsibility for aviation and vehicle management have generally been identified with specific positions in each State and District Office. Therefore, we assume that some specific job elements are in use. The need is to zero in on responsibility assignments and corresponding job elements and how these should be modified to provide improved and properly coordinated transportation management in the future. This will be a consideration in State and office TMS's. The WO will conduct a policy and implementation review in FY 81.

f. Pages 19 and 20, Section B3 - Administrative Staffing Needs. Similar findings and recommendations are included in the draft Management Services study report which you have reviewed. This is obviously a serious problem. Staffing must be considered in individual State and office TMS's.

g. Pages 21 and 22, Section C1 - Management Responsibilities. State Aviation Management Specialists have been established. Motor vehicle management responsibilities are generally part-time functions of existing positions. With the continued growth of overall vehicle operations, and the increase of the BLM-owned fleet, the Bureau must develop a comprehensive vehicle management program. Staff attention is needed at two levels within a State: one, management direction (planning, budgeting, coordination of all transportation modes, utilization and cost review, assistance to Districts) and second, on-the-ground pool operations (dispatch, assignment, rotation, record keeping and reports, and scheduling and overseeing maintenance and repair work). Staffing is a key element to be addressed in State TMS's.

A specialist position at DSC to concentrate on Bureauwide systems analysis and motor vehicle management policies and standards is sorely needed and should be established by DSC as ceilings permit.

h. Page 26, Section D2 - Aircraft Planning.

(1) The first recommendation is modified to read: "Transportation planning must consider coordinated use of all modes of transportation."

(2) The workload for ADP applications is such that even a high priority may take time to accomplish. Present local efforts to track costs should be reviewed during the TMS's.

(3) This has been implemented in some States and should be included in State and office TMS's.

j. Page 27, Section D3 - Deadlined Vehicles.

(1) BLM is no longer a 100 percent participant in GSA motor pools, except Alaska. However, BLM still looks to GSA for considerable support.

The WO does not completely agree with the statement, "GSA cannot and will not furnish the Bureau vehicles if they are not used to the maximum extent practical." GSA has more capability to rotate vehicle assignments (even during off season) among Federal agencies (e.g., IRS, FAA, and others) to attain acceptable utilization over time. BLM would not have obtained its own vehicles if motor pools had provided adequate service. The BLM has made more progress in obtaining energy efficient vehicles (compact pickups) than has GSA. Energy conservation is an extremely important factor in deciding which vehicles are used. With these ideas in mind, there may be some room for deadlining vehicles equitably. However, to insure successful operation of the BLM WCF and maximize energy conservation, the BLM should make maximum use of its own compact fleet first.

k. Pages 28 and 29, Section E - Leasing. As long as BLM looks to GSA for vehicle support, it is not likely that the Bureau will be able to eliminate the requirement for screening and authorization from GSA. This regulation extends to all Federal agencies.

We agree that leasing, though appearing more expensive on the surface, may be more efficient in the final analysis for peak or special seasonal needs. It deserves serious consideration in your TMS.

3. Schedule for Developing Transportation Management Studies.

The following schedule is established for completion of State and Office TMS's:

a. Initiate study team effort by no later than April 15, 1980.

b. By no later than April 30, 1980:

(1) Request data and assistance that may be available from the SCD (D-555).

(2) Provide the SCD (D-555) the following:

(a) Name and telephone number of the study team leader or other contact for the study effort.

(b) Brief outline of study approach being used if an addition to or a departure from the study report, Appendix 1.

(c) Dates and locations of study team meetings.

The WO and SC may participate in some meetings within time and travel constraints.

c. Report progress to the Director (853) and (740) and to the SCD (D- later than July 15, 1980. Unique ideas or difficulties encountered in developing the transportation management plan should be included.

d. Submit a copy of completed transportation management plans to the Director (853) and (740) and the SCD (D-555) no later than September 15, 19

Harold E. Petty

✓ 1 Enclosure:
Encl. 1 - Transportation Management Study, dated June 1979
(2 copies to each addressee - reproduce locally as necessary)

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TRANSPORTATION MANAGEMENT STUDY

I. INTRODUCTION

A. Objectives

This study was programmed in the FY 79 AWP Directives. The need had been identified in the FY 78 Motor Vehicle Management Study. The study had one primary objective:

> To provide information and guidelines with which States could develop State Transportation Management Plans.

B. Scope

The scope of the study was to consider all modes of transportation. This includes aircraft, motor vehicles, horses, bikes, privately owned vehicles, snowmobiles, walking, and any other possible means of transportation.

C. Study Team

A seven member Washington Office, Service Center, State Office study team was designated by the Assistant Director, Administration:

Demiles R. Pedersen, Property Management Specialist, W.O., Co-Team Leader
Marlon C. Osborne, Chief, Branch of Property Management, SC, Co-Team Leader
Jerry R. Thomas, Management Analyst, Division of Organization and Management Systems, (SC)
John Chappell, Chief, Branch of Administrative Management, Nevada State Office
Joe Chavez, Chief, Property and Office Services Section, Oregon State Office
Jim Melly, Chief, Branch of Administrative Management, Colorado State Office
Chuck Stennett, Supervisory Flight Engineer, BIFC

D. Study Criteria

The following criteria were identified to limit the scope of the study and to guide the team in its gathering and analyzing of data:

1) The Bureau is committed to a viable energy conservation program. Reference is made to Executive Order 12003, Presidential Directive dated April 10, 1979, our FY Energy

Conservation Management Plan and our proposal to the Department as a result of the Presidential Directive dated April 10, 1979.

2) Bureau policy is to contract, through GSA sources if applicable, or on the open market, for motor vehicle maintenance and repair. This precludes employment of mechanics or establishment of motor vehicle maintenance shops in BLM.

3) Bureau policy will be to continue to utilize, to the extent practical, the GSA/Interior agreement in Alaska whereby we receive 100% GSA motor vehicle support, including special purpose and fire vehicles.

4) Vehicles purchased by Bureau funds will continue to be owned by BLM.

5) Program accomplishments, cost and energy efficiency would be major considerations in the recommendations of the study team.

II. BACKGROUND

A. Update of 1977 Motor Vehicle Management Study

It has now been about 13 years since BLM elected to transfer ownership of its vehicle fleet to GSA for management. Through FY 74, the Bureau obtained all its requirements for motor vehicles from GSA Motor Pools, except for a few specialized fire trucks and other special purpose vehicles which were Bureau-owned. Service, maintenance and costs were generally satisfactory during this period.

During FY 74, GSA began to encounter problems with the funding of replacement vehicles and securing of additional vehicles to handle increasing Agency needs. This was also a time when BLM began to receive significant program increases. With the program increases came additional field positions which required motor vehicle transportation to accomplish the work. To meet these needs, BLM began purchasing vehicles from operating funds during FY 75. To date, we have purchased 830 vehicles at a total cost in excess of $5,000,000 (see Illustration 1). These vehicles, along with Bureau-owned fire and other special purpose vehicles are now included in the Working Capital Fund to provide for replacement when necessary.

Our earlier purchases were mostly 4 x 4 vehicles. A Motor Vehicle Feasibility Study completed in December 1976 proposed to establish a Bureau-owned fleet of 4 x 4's and special purpose vehicles. It also proposed that we transfer the Bureau-owned general purpose vehicles (full-sized 4 x 2's) to GSA and continue to look to GSA for support of such vehicles.

A Motor Vehicle Management Study (MVMS) team in December, 1977, identified the need for an aggressive Transportation Management Plan applicable to all offices in BLM and to all modes of transportation. It found an excess of 4 x 4 usage in the Bureau and identified opportunities for increased economy and energy efficiency through conversion of a portionof our 4 x 4 fleet to smaller vehicles. As a result, two significant policy changes were adopted:

1) The Bureau would give priority to acquisition of compacts, 4 x 2's, and 4 x 2 vans to replace GSA 4 x 4 vehicles which met FPMR replacement standards.

2) Acquisition of 4 x 4 vehicles would be minimal and approval for purchase given only after it was demonstrated that the existing fleet had been utilized to its maximum efficiency.

The MVMS report was transmitted to all field offices by Instruction Memo No. 78-109 and required the following action:

1) Development of an Action Plan for vehicle management in each State. State Office Action Plans were reviewed by the study team in June, 1978, and the summary findings were transmitted to field offices by Information Memorandum No. 78-169.

The report recommended assignment of responsibility for transportation management to line managers and field supervisors. As discussed in Information Memo No. 78-169, there was no consistency between States in response to this item.

Instruction Memo No. 78-109 also indicated the following actions would occur in FY 79:

1) Development of Bureau-wide guidelines and procedures for a viable Transportation Management Plan. The primary purpose of the current study effort is to provide these guidelines.

2) Development of State Transportation Management Plans during FY 79, using the guidelines from this study effort.

Bureau policy changes as a result of the MVMS have resulted in very few full-sized 4 x 4 vehicles being added to the BLM fleet. The fleet mix is rapidly changing from what was once primarily a fleet of GSA-owned full-sized vehicles to a combined BLM/GSA owned fleet containing significantly increasing numbers of more energy efficient compact vehicles.

During Fiscal Years 75, 76, and 77, BLM purchased 589 vehicles, of which 42 were compacts. The compacts were about 7% of the total vehicles purchased. During FY 78, 241 vehicles were purchased, of which 191 (79%) were compacts. Illustration 1 identifies the vehicles purchased by fiscal year by state.

Recently, many offices have begun to lease vehicles on a short-term basis in order to accomplish high priority Bureau programs. In FY 78, 203 vehicles were leased and in FY 79 (to date), approval has been granted to lease 137 vehicles. This can be an effective method for meeting peak demands during the field season for vehicles which are not needed during the rest of the year. However, leasing has its limitations. The right type and size vehicle is often not available when and where needed. There also can be wide variance in rental rates.

B. Energy Conservation Impacts

The December, 1977 Motor Vehicle Management Study recognized the significance of the National Energy Conservation Program on the current and future modes of transportation within BLM's operation. Since that time additional guidelines and directives have been given the Bureau which further restrict and impact field operations. Significant documents pertinent to the program include: (see Appendix 2)

1) Executive Order 12003, dated July 20, 1977, on Energy Policy and conservation.

2) Secretarial Order 3007, dated August 19, 1977, which is the Departmental policy implementing Executive Order 12003.

3) Presidential Directive, dated April 10, 1979.

4) Office of the Secretary Memorandum, dated April 20, 1979, requiring Bureaus to develop plans to achieve the energy reductions of the Presidential Directive.

5) Memorandum to the Secretary, dated May 3, 1979, outlining BLM's action plan.

In addition to the on-going Energy Conservation program, the Presidential Directive of April 10, 1979 specifically called for a 10% reduction in the use of automotive fuels. BLM's action plan of May 3, 1979 addressed the increased numbers of field people and vehicles needed to accomplish high priority national programs and proposed a no-growth goal as more realistic and in keeping with the Secretary's direction on our priority assignments. Because maintaining a no-growth goal requires positive management commitments, the plan called for the following specific actions:

1) Attempt to lease, for FY 79 short-term needs, 160 compact pickups in place of the 160 full-sized pickups and carryalls identified by our field offices.

2) Reduce GSA sedan and station wagon fleet mileage by 25%.

3) Explore opportunities for further stationing 4 x 4 vehicles at remote sites and flying or busing field crews to the remote locations either daily or on a weekly basis.

4) Initiate a more liberal use of overtime to cut down on field trips, i.e., by staying in the field longer each day.

5) Within existing travel ceilings, initiate a more liberal per diem policy, i.e., staying in the field locations rather than commuting.

As of June, BLM has leased 137 vehicles (107 of which are compact pickups), to satisfy FY 79 seasonal field needs.

As a result of the 1977 Motor Vehicle Management Study and subsequent policy instructions, significant progress has been made in down-sizing our existing fleet. This action is reflected in the following listing of BLM purchased compact pickups by FY:

FY 75 -	12	
FY 76 -	20	
FY 77 -	10	
FY 78 -	191	(23 of which are 4 x 4 compacts)
Total	233	

Stated in another way, at the end of FY 77 only 7% of the BLM owned fleet was compacts, whereas, by the end of the FY 78 purchase obligation, 28% of the BLM owned fleet was compacts. This percentage would raise to 35 if the 107 compacts currently leased were considered in the same category as owned vehicles.

C. GSA Support.

In the mid-60's, each Bureau in the Department of Interior was given an option of retaining its vehicle fleet or turning it over to GSA for management. Some Bureaus, such as the Fish and Wildlife Service, elected to retain ownership and management of their vehicle fleets. Recognizing many advantages to be gained through management by GSA, BLM transferred ownership of its vehicle fleet to GSA. This was done with the understanding that GSA would use the amortization and usage fees paid to them to provide for replacement of vehicles when they exceeded the specified Federal replacement standards for age or mileage. It was further anticipated that additional vehicle needs generated by increasing program activities would be met by GSA. At that time, we had no intention of ever getting back into management of a Bureau-owned fleet of vehicles.

Because GSA's inability to provide adequate vehicle support has forced BLM to expend over $5,000,000 of operating funds to purchase vehicles during the previous four fiscal years (75-78), we have had to revise our thinking on the feasibility of Bureau-owned vehicles. At the time of the 1976 study, GSA was still providing adequate service, including replacement, on most vehicles with the exception of 4 x 4's. We, therefore, planned to limit BLM ownership to 4 x 4's and special purpose vehicles. We planned to continue to look to GSA for passenger carrying vehicles and 4 x 2 general purpose vehicles.

Since that time, other factors have influenced our decision-making on fleet ownership and management. More vehicles, including 4 x 2's, in the GSA fleet assigned to BLM have exceeded Federal replacement standards without an adequate replacement by GSA. Energy conservation needs have required us to replace many of our 4 x 4's with 4 x 2's, compacts, and special purpose vans.

During this period, GSA has continued to be optimistic, promising more than they can deliver. The situation now is no better than it was four years ago, and may actually be worse. It can reasonably be assumed that the impact of recent Congressional investigations into other facets of the GSA procurement program will also have an effect on their vehicle acquisition program - to what extent, no one can predict at this time. In reality, we have no reason to believe that GSA will be in a better position to supply our needs in the near future than they have been in the last few years.

In the final analysis, the cost is about the same whether we purchase the vehicles and retain ownership or transfer ownership to GSA. Further, through recovery of costs in our Working Capital Fund, we can better insure that adequate funds for vehicle replacement are available when needed, since the funds are more subject to Bureau control and less subject to external priorities and restrictions.

D. Policy, Planning and Procurement

As with any other major program, the planning and implementation of vehicle acquisitions should be orderly, timely and responsive to support the accomplishment of the Bureau's program objectives.

As discussed in the previous section, GSA's capability is of considerable concern. However, Bureau policy continues to be that the GSA Motor Pool System is our primary source to meet general purpose vehicle needs.

BLM Manual Section 1525 requires field offices to submit their anticipated additional motor vehicle needs to their servicing motor pools by September 1. As GSA has not been able to satisfy these requirements, the Washington Office (853) has periodically asked the field offices to identify their needs so that vehicle purchases or leases can be initiated with Bureau funds. This operation has proven successful in that, when funds are identified as available, we are in a position to initiate the acquisitions. However, the timing is such that we can never depend upon delivery of the vehicles in time for the start of the field season. Generally the vehicles are received during or near the end of the field season. With proper manning and adequate lead time, leasing costs can sometimes be substantially reduced and vehicles made available when needed in the field.

E. Budget Impacts

During FY 79 we project the Bureau will spend, exclusive of fire activities, over 8 million dollars for aircraft operations (excluding commercial air travel) and over 9 million dollars to operate a fleet of GSA and BLM general purpose vehicles in support of resource programs. The total of 17 million dollars compares to a FY 78 expenditure of approximately 14 million dollars.

As previously stated under Section A, BLM has expended over $5,000,000 on the purchase of motor vehicles during the past four years. Obviously our capability to provide vehicle support to the various programs would have been considerably diminished had the funds not been made available for these purchases. The primary problem associated with the purchases has been in the timing of requisitions and subsequent delivery of the vehicles to the field offices. Requisitions submitted in September (dependent on end of year fund availability) invariably result in delivery of the vehicles near the end of the following field season. This is one of the reasons we are faced with an annual leasing program. For example, we are leasing 137 vehicles, mostly compact pickups, at a cost of approximately $340,000 during the FY 79 field season. In FY 78, vehicle leasing amounted to $208,000.

The increase in cost of a motor vehicle fleet and of non-fire aircraft operations concern the team. It could well be that, once effective total transportation management is implemented, we may find existing transportation resources meet or exceed current needs. Certainly, the total magnitude of these expenditures warrants additional attention by management and analysis by staff personnel.

F. Current Aircraft Use

The use of aircraft as an operational tool in BLM began about 30 years ago in our fire suppression effort. Through the years, some usage began to be made of aircraft in other resource programs. Today, a substantial amount of aircraft usage is for resource inventories, cadastral survey programs and compliance activities.

As the use of aircraft for transportation by all Bureau disciplines has increased, the need for improved aviation management has become very apparent. About three years ago, the first steps were taken by requiring that aviation management responsibility be assigned to a specific individual in each state. In most states, this responsibility was assigned to the State Fire Management Officer in the Division of Technical Services. Three states (Oregon, Idaho, and Arizona) assigned the responsibility within the Division of Management Services.

In April 1978, BIFC established a Field Assistance Staff within the Division of Aviation Management to provide needed technical assistance to all field offices. About this time, the Montana State Office was conducting an Aviation Study because they recognized the need for improved aviation management. Aviation Management Workshops have since been held in California (January 1979) and New Mexico (February 1979) to establish guidelines for responsibility, policy, regulations, administration, operating procedures and safety.

In an attempt to coordinate and direct these many different efforts, BLM held its first Aviation Focal Point meeting in Utah in May 1979. At this meeting it was decided to include a requirement in States' FY 80 AWP Directives for completion of Aviation Management Plans by each state.

It is apparent that increased aircraft usage needs to be considered along with motor vehicles and other transportation modes, and that action should be taken to merge them all into a total transportation package.

G. Other Modes of Transportation

BLM employees and managers recognize that time and money are major considerations in determining modes of transportation. However, it was also recognized in the 1977 Motor Vehicle Management Study that energy (gasoline) consumption is equally important in making these determinations. As a result, recommendations were made to expend the use of other modes of transportation at the possible sacrifice of efficiency and/or cost.

State Office Action Plans, energy conservation reports and discussions with field managers indicate BLM employees are using or considering (in addition to conventional motor vehicles and aircraft) the following: rapid transit systems, shuttles, taxis, bikes, electric cars, mo-peds, POV's, snowmobiles, and walking. Greater use of these alternatives needs to be considered in development of transportation management plans.

H. Organization and Administrative Support

The Motor Vehicle Management Study in 1977 identified the need to improve transportation management at all organizational levels to effect better vehicle planning and utilization. States generally responded positively to the study recommendations with their subsequent Action Plan submissions. However, transportation management responsibilities were assigned as collateral duties and there was little consistency in assigning action to one organizational entity. For example, two states assigned responsibility to Administration and two states to Area Managers and Division Chiefs. Every other response was different. Little coordination effort has taken place to date between aviation personnel and motor vehicle personnel to effect total transportation management coordination and planning.

Washington Office conducted State Management Services Functional Evaluations have pointed out the need to assess the capability of administrative staffs to effectively cope with support requirements and to provide adequate staff support to managers. Obviously, as total employment has dramatically increased in each office, the demands for administrative documentation and fleet management (utilization, maintenance, repair, rotation, etc.) relative to transportation have increased proportionately. It appears that administrative staffs have not increased in a proportion relative to this workload.

A recent DSC analysis of data input documents for the Motor Vehicle System reflects a 30% average error rate Bureau-wide in this system. This is resulting in a duplication of work effort to correct field input data errors and inaccuracies in utilization and management reports from ADP.

III. FINDINGS AND RECOMMENDATIONS

A. Energy Conservation

The section on Energy Conservation Impacts (IIB) identifies the present direction originating at the national level as a result of the current energy situation. All indications point to further restrictions and/or emergencies in both the short and long term time frames. The demand for energy conservation is here now. We can no longer afford the luxury of emphasizing program accomplishment at the expense of energy consumption. The team feels that the sooner we can identify and implement energy (gasoline) conservation measures, the better off the Bureau will be in terms of meeting the emerging twin commitments of program accomplishments and energy (gasoline) savings. Development of individual office and/or state Transportation Management Plans should address the following areas:

1) Employee Awareness

Nationally there is considerable public skepticism of the energy shortage. It is doubtful that this same degree of skeptism exists within the Bureau. However, to obtain as high a degree of employee cooperation and support as possible, it is imperative that supervisors and employees be advised of the rationale for management decisions tied to energy conservation. Employee input and ideas prior to the decisions may be appropriate in certain situations.

Recommendation:

- Management should make a concerted effort to obtain employee cooperation and support of the energy conservation program. All employee meetings, newsletters, incentive awards, local information memorandums, bulletin boards, etc., should be used to keep employees informed of the energy conservation program, recent changes which impact employee work habits and, if possible, the rationale used to make significant decisions.

2) Pooling of Vehicles

Since the last motor vehicle study, several offices have implemented office motor pools rather than assigning vehicles to individuals. The old argument of not having a vehicle when needed or lack of adequate service can be overcome with proper management. Individual vehicle assignments reflect poor management and are counterproductive to an energy conservation program (e.g., when a particular 4 x 4 vehicle is driven by the same individual regardless of need). By the same token, placing vehicles in a pool without a specific individual responsible for their assignment and use can easily have the same results. In addition, if one individual is made responsi-

sible for both vehicle management and the aircraft operation, the best mode of transportation can be determined in a more organized and efficient manner.

Recommendations:

- Field offices should establish motor pools along with guidelines for the operation of the pool.

- At the same time, a Transportation Specialist position should be established and assigned the staff responsibility for the vehicle fleet and aircraft operation. This responsibility would include: determining mode of transportation, monitoring utilization of equipment, maintenance of equipment, staff reports or analysis to management as needed, and insuring accuracy of various documents or reports related to equipment management.

3) Zoning

Most field offices have the expertise to readily identify zones within their jurisdictional boundaries which would require, under normal conditions, certain types of vehicles or transportation. The identification of zones would, in many cases, tie directly to remote stationing of vehicles. The identification of zones on a district map would be a valuable tool for the Transportation Specialist in the assignment of vehicles.

Recommendation:

- Field offices should mark up a state or district map designating the various types of vehicles applicable for use throughout the field office area.

4) Remote Stationing of Vehicles

The 1977 Motor Vehicle Study recommended field offices consider locating some vehicles (4 x 4's) in remote areas for off-road travel. State Office Action Plans as a result of the study indicated a willingness to experiment with remote stationing. The recent actions taken at the national level, i.e., BLM's Action Plan dated May 3, 1979, in response to the Presidential Directive of April 10, 1979, further promote remote stationing of vehicles to meet our energy reduction goals. This action plan recognized a modification of our existing policy to maximize use of all vehicles would be necessary.

Recommendations:

- Each office should re-evaluate their present policy on remote stationing of high fuel consuming vehicles and direct more emphasis along these lines.

- The Service Center Division of Administrative Services (D-555) should initiate the necessary action to modify the existing utilization standards of high energy using vehicles. This would include procedures for both BLM vehicles in the Working Capital Fund and GSA vehicles. Field contacts should be made to identify which vehicles are stationed at remote sites so they can be placed in a special category and not appear on the under-utilized reports.

5) Modes of Transportation.

The 1977 Motor Vehicle Study also made a recommendation that other alternatives to 4 x 4 use be explored more fully. State Office Action Plans were very positive, especially with regard to utilization of aircraft, horses, and increased use of 4 x 2's and compacts. However, there is no consistent pattern developing whereby a manager can be assured that all modes of transportation are in balance and that the Bureau is making the most effective and efficient use of the resources available. This team feels strongly that until a central point is established in each office which would be responsible and accountable for transportation management, BLM will continue to have wide difference in the application of our transportation resources.

Recommendation:

- Establish the Transportation Specialist position as in the recommendation under III A 2 above. Also, a Dispatcher position should be established where needed.

6) Work Scheduling

The increasing necessity for conserving energy forces us to consider changing traditional work patterns or schedules. The compressed work week consisting of four ten-hour days is an example. This could reduce travel time to field locations by 20% (four days travel per week instead of five). Liberalized use of overtime and per diem (by keeping employees in the field and reducing the number of trips to field locations) may offer additional savings here. However, a manager must be careful that the work day not become so long that employee productivity or safety considerations decline because of fatigue or boredom.

Another schedule which may be considered is the 10 on and 4 off schedule (work ten consecutive days, then four days off). This schedule again could reduce the total travel time. There are times when this type of schedule might permit two alternating teams of employees to utilize the same vehicles for transportation back and forth to a work site.

There are obviously other types of non-traditional work schedules which could be considered by management. Such ideas, especially coupled with liberalized overtime or per diem policies, as advocated in BLM's Action Plan of May 3, 1979, in response to the Presidential Directive of April 10, 1979 offer many possibilities for energy conservation at little or no increase in cost and no adverse effect on work priorities.

All of the above ideas would require approval at the appropriate levels as required by Bureau policy. The study team understands that re-delegation of the authority to approve some of these changes is now under consideration at the Washington Office level.

Recommendations:

- Managers should consider and evaluate all possible schedule changes (and the use of overtime pay and per diem) and pursue approval at the appropriate levels of those changes which will effect worthwhile energy savings.

- The Washington Office should develop a policy encouraging submission of work scheduling proposals and develop guidelines under which these proposals would be considered.

B. Program Accomplishment

It is intended that the guidelines provided in this study will enable each state to develop a viable Transportation Management Plan which, in the face of increasing energy constraints, will enable it to meet program commitments. This will require an expansion of thinking regarding transportation on the part of all personnel. Frequently in the past, we have limited our transportation considerations to: one employee, one location, one Area, one District, one State, one means of transportation. We often selected the quickest, easiest or most convenient transportation means. We must, in the future, expand our thinking beyond such barriers. Energy conservation and alternative transportation methods must be considered. Our decision must be based on these things balanced with considerations for time, cost, and effective utilization of equipment and manpower, as well as program accomplishment.

Effective transportation planning can improve the utilization of all modes of transportation (e.g., aircraft, horses, 4 x 4's, snowmobiles) at little or no cost. However, we must recognize that the proper decision may, at times, increase the actual dollar cost to BLM, but result in off-setting savings in time or energy consumption. The workload impact on administrative personnel must also be addressed by management.

1) Evaluation

After the assignment of accountability and responsibility for the transportation management program, a method should be established to insure the full and proper implementation of the program. The present BLM program of evaluations is designed to insure regular reviews of major functions and related functions as we are presently organized. They are usually limited to one state or one district. For example, Management Services or Technical Services may be evaluated in a given state. However, both are not reviewed in the same evaluation, yet the guidelines developed in this study impact areas of responsibility in each Division. Aviation Management responsibility usually is assigned to Technical Services while Management Services has the responsibility for motor vehicle management.

Since a complete and effective transportation management program must necessarily cut across many lines of authority, the most effective way to evaluate it is to look at the complete program. Two possible ways of doing this are: (1) A Bureau-wide Programmatic Evaluation conducted by the Washington Office of Program Evaluation, or (2) A special study team (such as this one) to follow up on the implementation of the program.

This would probably be done under the direction of Property Management personnel. In either case, the team should include persons knowledgable in various phases of transportation management, some field office employees, transportation users, and responsible officials.

In addition to a formal follow-up review of the program (as mentioned above), there needs to be a continuing method for insuring that effective transportation management procedures are in effect. This could be done by making this one of the considerations in evaluating the effectiveness of responsible managers.

Another method of review is to include Transportation Management as a part of the Bureau's continuing evaluation program. This could be accomplished by a Property Management Specialist on W. O. Management Services Functional Evaluations and by a State Transportation Specialist on State Office conducted functional evaluations of District Offices.

Recommendations:

- A follow-up review or evaluation should be scheduled for Fiscal Year 1981 to insure that effective Transportation Management Plans have been developed and implemented and to recommend needed refinements in the system.

- Responsible officials at various levels, as appropriate, should be assigned responsibility under the Performance Improvement and Position Review system for implementation of effective transportation management procedures. Specific job elements should be developed by the Transportation Management Study team identified in Recommendation III C 2.

- Transportation Management should be included as an item for review in regular evaluations of State and District Offices.

2) Fleet Mix

Ideally, we should always use the cheapest, most energy efficient vehicle which will get the job done. By the same token, ther will always be instances where, from a program effectiveness standpoint, a larger, more expensive vehicle or transportation method is desirable. For this reason, all offices will continue to need a certain number of full-sized 4 x 4 vehicles and will utilize more expensive aircraft at times. But also each office can effectively utilize more compacts, horses, or even walking.

This is also a time to consider: passenger-carrying helicopters to transport employees to remote work sites; for resource inventories (instead of using horses, 4 x 4's or walking); mopeds for in-town travel or to transport employees to some work sites (instead of expensive, energy consuming 4 x 4's); snowmobiles for timber cruising (spreads field season into winter and frees a 4 x 4 for peak season use by others); or vans to pool employees to training sessions and meetings or to remote work sites where 4 x 4's may be stationed. The possibilities are limited only by a manager's imagination. These alternative modes of transportation should be considered where program effective, when considered with gasoline (or energy) consumption, time, safety, and effect of the vehicle on the terrain.

There are obvious limitations in the use of each means of transportation, especially bikes, horses, and snowmobiles. However, we believe that each has some applicability for use in BLM and needs to be considered. Where practical, safe, and energy efficient, its use should be incorporated into management plans.

This study team considered the possibility of establishing ratios of employees to various specific vehicle types. Given the different vegetative and work conditions, this is not practical to do. We prefer, instead, to have each manager consider all possible modes of transportation and maximize the effort to fully utilize each one with a view towards always using the least expensive, most energy efficient vehicle which will best get the job done.

Recommendations:

- Managers should maximize the effort to consider all possible modes of transportation in consideration of program accomplishment and energy conservation.

- Managers at all levels, consistent with program priorities, topography, and climate conditions, should develop fleet-mix ratios in their transportation plans that provide for maximum energy efficiency and the least expensive transportation modes possible.

3) Administrative Staffing Needs

In most State and District Offices, the Administrative Support staff has not grown in proportion to the other organizational elements of the office. The Bureau's operations have had significant growth in size and complexity during the last five years. District Offices with over 100 employees on the staff

are now quite common. This growth in manpower has occurred in nearly all of the resource disciplines. Some new programs have been added to the Bureau's mission for which we did not have specialist capability on the staffs five years ago.

The growth of older programs, introduction of new programs, and the many environmental issues and concerns related to Congressional and Court mandated programs have resulted in complex and demanding workloads for the Bureau at all organizational levels. This is especially true at the District Office level where the most significant growth has occurred. Techniques for data collection, input, analysis, and decision making based upon the compiled data have not kept pace with the Bureau's expansion.

With greatly increased data work load, the existing Administrative Staff has been required to, or need to provide managers and field operations with services that too often exceed the staff's capability. There is frequently a shortage of both personnel and the needed skills on the Administrative Staff to timely, accurately and/or adequately process the review documents and data into/from the Bureau's ADP Systems. This has been especially evident in the vehicle management products where a Bureau-wide error rate of 30% has consistently occurred. Other administrative functions (Finance, Personnel, Procurement) have experienced similar problems.

Recommendation:

- All field office managers should evaluate their Administrative Staffs in terms of both numbers of employees and needed skills. Necessary action should be taken to provide adequate staffing levels and expertise to fully support Management programs and to provide valid data to Management on which to base critical program and financial decisions.

C. Management Repsonsibilities.

The team feels that most managers at all organizational levels are aware of their responsibilities concerning transportation management and are willing to consider and implement methods and procedures that will effect improved motor vehicle utilization, energy conservation and better total transportation planning and coordination. However, at present insufficient justification and analysis of transportation capabilities is being provided within states and between states. It's clear their capability to assimilate the multitude of instructions, studies, reports, regulations and other data on the subject is severely taxed. To translate this information into positive direction and guidance for subordinate supervisors and employees, without good supporting staff analysis and recommendations, is a problem. We feel this situation is verified by obvious inconsistencies in the Action Plans submitted by States in response to Instruction Memo No. 78-109 (Motor Vehicle Study).

The emergence in the past two years of substantial use of aircraft to accomplish resource program commitments has resulted in considerable use of this transportation mode for employee travel previouslv accomplished with motor vehicles. We perceive it has had little impact on reducing field needs for additional vehicles. Program increases may partiallv account for this; however, it requires further analysis.

Staff responsibility for transportation planning and advice to management is diffused organizationallv (Technical Services and Management Services at the S. O.; Operations and Administration at the D. O.) and functionally (Fire, Cadastral Survey, Resources and Administration). This complicates total transportation management (plan, organize, direct, coordinate and evaluate), administrative support, and managerial accountability.

1) Transportation Specialist.
Transportation activities warrant more staff attention in State and District Offices and DSC.

A Transportation Specialist position is needed in each State Office and larger District Offices to do the following:
-Provide staff support to managers and supervisors for total transportation (long and short term) planning, budgeting and coordination of transportation operations (availability, utilization and reassignment of transportation assets; i.e., motor vehicles, aircraft and other modes of transportation).

-Provide a focal point for (a) assessing and filling local office user needs, (b) responses to request from other offices for information, and (c) submission of required reports.

The State Office position would concentrate on total State and Inter-district planning and coordination while the District position would concentrate on Intra-district matters.

A Transportation Specialist position is needed in DSC to do the following:

-Assist the Washington Office in the development of policy, procedures and guidance related to transportation management and energy conservation.
-Provide analysis and input into the AWP, participate in evaluations, assist field offices, modify ADP reports and develop use standards to facilitate transportation management and energy conservation.
-Perform the same functions as the state specialist above for the Director, DSC.

Recommendation:

- Establish this position full time in the State, larger District Offices, and the Service Center. Assign these responsibilities as collateral duties (less than full time) to an existing position in small Districts and Resource Area Headquarters Offices.

2) Planning

Managerial direction to effect better transportation planning and coordination within the State suffers from the lack of cohesive data and analysis of that data to serve as a starting point for comprehensive transportation management planning. Considerable data and guidelines are available such as:

1977 Motor Vehicle Study
State Motor Vehicle Action Plans
State Action Plan Review (Information Memo No. 78-169)
Aircraft studies and workshops

Some states have already begun to develop Aviation Management Plans. It is anticipated that the FY 80 AWP Directives will require each State to develop such a plan. Our review of efforts to date indicate that the Plans are primarily Aviation Operation Guides. We believe that an Aviation Management Plan would be much more expansive. It would include consideration

of the full utilization of aircraft for resource programs and transportation, cost comparisons with other transportation modes, and the effects of air transportation on motor vehicle usage and energy conservation. However, at this point, the study begins to resemble a total Transportation Management Plan.

We believe that this study documents the need for a total Transportation Management Plan in each State. We further believe that there are many economies to be realized by encompassing the Aviation Management Plan study into a broader study of total transportation. Such a study team would include persons knowledgeable in all phases of transportation and all resource disciplines. It would also include representation from State Office Divisions and District Offices to insure full input, coordination and acceptance.

Recommendations:

- Each state should convene a study team in FY 80 to develop a State Transportation Management Plan to include all modes of transportation. A study approach for development of this plan is included in this report (see Appendix 1).

- Recognize that the current Aviation Management Plans under development are actually only Aircraft Operations Plans and incorporate the results into the State Transportation Management Plan, or

- If State Aviation Management Plans are intended to be more than Operation Plans, they should be developed concurrently with the State Transportation Management Plans.

D. Transportation Planning

The 1977 Motor Vehicle Management Study stated in part,"It seems that good transportation management, which includes better planning and the use of alternate means of transportation, is not being practiced." Many of the findings in that report as well as this report further substantiate the need for a coordinated planning effort from the using offices into a total statewide transportation plan.

Individual efforts made by local offices and states have been encouraging. However, this team found it difficult to get a handle on these efforts on a Bureau-wide basis in terms of magnitude, energy (gasoline) savings, cost savings or increases, and the effect or lack of effect on accomplishments. Information available and discussions with field officials indicate these efforts vary widely and are dictated to a large extent by the personal preferences of managers.

In view of transportation costs (other than fire) approximating 7 million dollars in FY 79, it seems reasonable for management to expect a well documented Transportation Plan keyed to cost, energy efficiency and program accomplishments. Development of individual Office and/or State Transportation Management Plans should address the following areas:

1) Vehicle and Aircraft Needs Identification:
At the present time the field is called upon to complete at least two separate exercises to make their needs known to the Washington Office - an identification of aircraft use for Fire and Aviation Management (740) and an identification of vehicle purchases or leases for Property Management (853). Coordination between these functions, both the Washington and Field Office level, is needed. Substantive analysis indicating that transportation needs are keyed to the Bureau's program objectives is lacking. Generally, additional vehicle needs are tied to high priority Bureau programs, such as range or coal environmental statements. In most cases, the additional vehicle needs are identified without mention of the use or consideration given to all the other vehicles on board in the office or state.

Recommendations:

- The identification of aircraft use, motor vehicle purchases and motor vehicle leases should be incorporated in the AWP process to insure that all phases of transportation needs are coordinated, timely and responsive to accomplishment of the Bureau's program objectives. Implementation of this recommendation would have to be initiated at the Washington Office in their AWP Directives and addressed by Field Offices in their AWP submissions.

- Field Offices must consider and evaluate their present transportation capabilities and flexibility when considering additional needs rather than isolating work elements and basing additional needs primarily on a new program(s).

- Field Offices must consider and evaluate the impact of the additional needs on the energy (gasoline or aviation fuel) conservation program.

2) Aircraft Planning

BLM's use of aircraft is increasing at a rapid rate with little accountability for the total costs. Our current Accounting System does not provide a ready method to identify total aircraft costs in BLM. We estimate an increase in total aircraft cost (including fire activities) from 17 million in FY 77 to a projected total of 30 million dollars in the current fiscal year (79). This is a 75% increase in just two years. Yet it is virtually impossible to validate the accuracy of our estimates or to know if all costs are included in the total.

Most offices do not have a focal point to review and evaluate total transportation needs and expenditures to determine that full cost and energy conservation considerations are balanced with program accomplishment and time considerations.

The fact that aircraft usage has increased at such a substantial rate indicates that management is recognizing the significant potential in its use. However, it would seem that such an increase could be accompanied by a partial decrease in motor vehicle costs. This has not occurred. Full and joint consideration of aircraft, motor vehicles, and other transportation modes could maximize the effective use and minimize the cost of each. This is a critical step in transportation planning.

At least four States have conducted cost/benefit studies to identify areas of potential savings in aircraft use. These mostly involved point to point travel, between State and District Offices. One example is the study completed in 1978 for Wyoming by the Departmental Office of Aircraft Services. BLM annually makes over 2,600 official employee trips between offices in Wyoming. This includes transportation by commercial air, motor vehicles, and charter aircraft. The total costs were compared to the costs using a shuttle service between offices under a contract for exclusive use of aircraft. The savings potential was $30,000 per year if you considered the indirect savings in personnel time ($35,000).

Obviously aircraft use offers many savings possibilities, in addition to increased program effectiveness, when resource programs are considered. However, there are also many occasions when motor vehicle transportation, properly planned and coordinated, could be used to replace aircraft use. Thus our recommendations for complete planning considerations for all modes of transportation.

One word of caution regarding cost comparisons - they should only be based on the percentage of transportation to be replaced. For example, an air shuttle within a State could never replace 100% of the ground travel between offices or the travel back and forth to the airports. Therefore, the cost comparison should only be based on the amount of other transportation which would reasonably be replaced.

Ideally, to do an accurate cost comparison, we need to know the separate costs of each mode of transportation - aircraft, motor vehicles, and other. These costs should be totaled for each document type, including as a minimum: Transportation Requests, Government Bills of Lading, Aircraft Contracts, motor vehicle input documents, and reimbursements from other Agencies. All costs should be identified by Office, State and Bureau. The team believes that a high priority should be given to the production of such a report within our ADP system.

Recommendations:

- Transportation planning must consider all modes of transportation.

- High priority should be given to production of an ADP report to identify costs by mode of transportation and by office.

- States should consider aircraft shuttle services between offices where cost/benefit analysis demonstrates savings can be realized.

E. Leasing

A good leasing program can provide benefits to the Bureau in net operating costs through a reduction in the total number of year-round owned vehicles and in energy savings through leasing of more energy efficient vehicles for specific types of work. This is especially true in regard to GSA's inability to furnish many vehicles needed by Bureau offices to accomplish critical inventory schedules.

Historically, the Bureau's vehicle leasing program has been accomplished with very little advance planning. Only two years ago it was Bureau policy not to lease motor vehicles except in connection with fire control and other emergency situations when circumstances were such that leasing appeared to be the only alternative in meeting program requirements. Leasing has usually been very expensive primarily because it has been utilized as a last alternative.

The Bureau's current policy on leasing is contained in BLM Manual 1525.11C. The policy provides for leasing after a determination has been made that vehicles are not available from other sources. All BLM offices need to more timely plan their future vehicle requirements and to program as necessary to meet these requirements. They should review the Bureau's leasing policy in view of vehicle availability, program duration, seasonal needs, work priorities and cost. For leasing to be cost effective, Bureau offices must give greater attention to their long term planning of vehicle requirements. The Bureau must move from a posture of "last alternative for fire control and other emergency situations" to one of pre-planned actions and timely acquisitions including leasing.

Climatic conditions at some Bureau Office cause relative short duration field seasons. Many work projects in the Bureau are high priority, others are of unique character or location and some are widely dispersed yet require many vehicles. Frequently, short duration field seasons do not justify year-round ownership of vehicles. And often GSA/BLM owned vehicles are not readily available for the high priority, unique character, or widely dispersed projects.

From a net-cost standpoint, it can be less expensive and more energy efficient to lease the specific kind of vehicle needed for some jobs if the lease program and vehicle utilization are properly managed. There is a need for managers at all organizational levels to consider the benefits to their programs of short-term leasing as opposed to GSA/BLM ownership of motor vehicles.

Other federal agencies regularly lease many of their vehicles to meet seasonal and unique vehicle requirements. In the private sector, businesses and industry have found that leasing offers greater advantages than actual fleet ownership.

3) Deadlined Vehicles.

The Bureau's highest need for motor vehicles occurs during the summer months when field inventory work and the fire control activities are at their peak. A common practice at many BLM offices is to place in storage (or deadline) a portion of the motor vehicle fleet during the winter months. This deadline period varies from office to office but usually ranges from a few weeks to as much as five months.

The vehicles that are deadlined usually include most of the fire control fleet and some of the other special purpose vehicles. It also includes a significant number of BLM and GSA owned light pickups, both 4 x 2 and 4 x 4, whose use objectives cannot be met because climatic and other field conditions prohibit their use.

For GSA owned vehicles, the monthly costs to the Bureau stop during the period that the vehicle is deadlined. For BLM vehicles, the monthly Working Capital Fund use rate continues. All costs for use under the Vehicle Use Objectives are automatically charged to Program Services, 4800-0209. Consequently, the activity that benefits from the year-round availability of the vehicle is not charged for the full costs of the vehicle WCF charges. It appears that offices are deadlining GSA vehicles before BLM vehicles. This could result in GSA calling back their vehicles for lack of utilization.

Bureau policy is still to use the GSA Motor Pool System for service and vehicles to the extent that GSA is able to supply our needs. In view of this policy, all Bureau offices should approach the deadlining of their GSA and BLM owned motor vehicle fleet in a direct and equitable proportional basis (i.e., deadline the vehicles in a ratio that is directly proportional to the mix of GSA and BLM owned vehicles within the same class and type). This policy will insure that the GSA motor pool system vehicles are used equitably with Bureau owned equipment. GSA cannot and will not furnish the Bureau vehicles if they are not used to the maximum extent practical.

Recommendations:

- Bureau managers should deadline GSA and BLM vehicles on a more equitable and proportional basis.

- The Service Center Division of Financial Operations and Branch of Property Management should explore the possibility of changing the WCF rate structure to: (a) reduce or eliminate the off-season rate for deadlined vehicles, or (b) apply the charges for deadlined vehicles to the primary benefiting activity.

The major obstacle to effective leasing in BLM is the GSA procedure which requires us to request permission to lease from the appropriate GSA Region, if GSA Motor Pools cannot supply our needs. If more than one GSA Region is involved, our request must go through the Department of Interior to the GSA Headquarters Office. Our experience has been that, when we try to do this well in advance of needs, GSA refuses permission on the basis that they will furnish the vehicles. However, when the vehicles are subsequently needed, they are not available from GSA. If managers are to effectively utilize leasing, this procedure must be changed.

Recommendations:

- The BLM Washington Office should review past problems on leasing with the object of modifying or eliminating the GSA leasing requirement. If this requirement can be changed, BLM would have the authority to plan and execute leases for motor vehicles when it can be shown to be cost effective from a program accomplishment standpoint.

- If the GSA requirement cannot be changed, a deadline should be established as to when GSA must confirm whether or not motor pool vehicles will be available for the following field season. This deadline should be no later than February 1 of each year to insure procurement action (lease contract) can be initiated to have vehicles in the field when needed.

Vehicles Purchased by BLM
(By FY and State)

Office	FY 75	FY 76	FY 77	FY 78	Total
Arizona	23 (1)	3	8 (1)	8 (4)	42 (6)
BIFC	-	-	1	5 (5)	6 (5)
California	48 (2)	47	2	26 (25)	123 (27)
Colorado	38 (1)	13	33 (1)	26 (19)	110 (21)
SC	-	-	1 (1)	-	1 (1)
Eastern States	-	4	-	-	4
Idaho	1 (1)	26 (2)	17	29 (23)	73 (26)
Montana	14 (1)	5	5	4	28 (1)
Nevada	32 (1)	43 (2)	11	21 (13)	107 (16)
New Mexico	13 (1)	19 (7)	15 (2)	16 (16)	63 (26)
Oregon	2 (2)	9 (9)	17	70 (55)	98 (66)
Utah	16 (1)	42	7 (4)	31 (29)	96 (34)
Wyoming	27 (1)	28	19 (1)	5 (2)	79 (4)
	214 (12)	239 (20)	136 (10)	241 (191)	830 (233)

Numbers in parenthesis indicate compacts.

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	4 x 4	Compacts	Special Purpose	General Purpose	Total
FY 75 and 76 Cost $2,400 Thousand	385	32	6	30	453
FY 77 Cost $885 Thousand	121	10	5 (vans)	0	136
FY 78 Cost $1,880 Thousand	28 1/	191 2/	22	0	241
$5,165 Thousand	534	233	33	30 -23* 7**	830 -23 807

*General purpose vehicles transferred to GSA by the SC 9/26/77.
**Seven vans converted to 4 x 4's.

1/ Fire slip-on vehicles.
2/ Includes 23 4 x 4 compacts.

STUDY APPROACH
FOR
STATE TRANSPORTATION MANAGEMENT PLAN

1. Purpose:

   To assure resource program needs, energy conservation, all modes of transportation, and cost effectiveness are considered in transportation planning and management.

2. Objectives:

   - To identify and analyze current and future transportation needs and resources to meet program requirements.
   - To effect optimum transportation resource utilization, management and energy conservation.

3. Designation of Study Team:

   - Suggested composition is both District and State Office representation consisting of Management, Resources, Administration, and Aviation.
   - DSC Branch of Property Management should be contacted to provide logistical support (reference materials, cost and utilization reports, etc.) and possible participation in the study effort.

4. Reference Materials:

   - BLM Manual 1525 (Motor Vehicle and Heavy Equipment Management)
   - BLM Manual 9400 (Aviation Operations)
   - Motor Vehicle Management Study (Instruction Memorandum No. 78-109)
   - Motor Vehicle Management Study (Information Memorandum No. 78-169)
   - Energy Conservation (Instruction Memorandum No. 79-470)
   - Aviation Plans (California, New Mexico), Studies (Montana, Colorado), and Reports (Wyoming)
   - Bureau Aviation Meeting (minutes of meeting)
   - Transportation Cost Comparison Formula (available from DSC)

5. Subject to Consider:

A. Data Gathering and Analysis:

(1) Identify and tabulate existing transportation resources and their use (obtain input from all offices through questionnaire or memo) as follows:

Resources	Use
- Motor Vehicles: GSA BLM owned Leased Rental Privately Owned Other Modes (trail bikes, snowmobiles, etc.)	Tabulate for FY 79 by vehicle class, the mileage driven, days used, gasoline used and costs.
- Aircraft: Contract Rental Offer Commercial	Tabulate for FY 79 by category the aircraft type, hours flown, estimated fuel used (excluding commercial air) and costs.

(2) Identify and tabulate total personnel by:
-Office
-Field going versus non field going
-Program category (subactivity/primary function)

(3) Identify and tabulate existing personnel supporting transportation operations by:
-Office
-Organizational unit
-Type (administrative, clerical, dispatching, other)

B. Current Utilization Practices and Procedures:

(1) Analysis of existing transportation resource use:

-Transportation Mix
- 4 x 4's vs. 4x2's
- Full-sized vs. compacts
- GSA vs. BLM ownership
- Leasing vs. ownership
- Aircraft vs. surface transportation
- Other modes of transportation

-Transportation Logistics
- Pooling
- Zoning
- Remote Stationing
- Rotation
- Reassignment
- Dispatching
- Maintenance/Repair
- Security
- Peak season requirements

C. Desired Utilization Practices and Procedures:

(1) Action to be taken to improve:
-Transportation Mix
-Transportation Logistics
-Energy Conservation
-Safety Considerations
-Cost Effectiveness

D. Current Needs:

(1) Based on above information (A,B, and C) and current year Annual Work Plan commitments, identify and tabulate current:

-Transportation resource needs by mode of transportation and program category
-Need for additional personnel to support transportation operations

E. Projected Needs:

(1) Based on program package submissions and anticipated shifts in program commitments between offices in out years (i.e., resource inventories to be completed in one district the current year and scheduled for another district the next year), identify and tabulate projected needs for:

-Budget Year + four years by mode of transportation and program category
-Additional personnel to support transportation operations

F. Management and Operational Responsibilities:

(1) Describe how the Transportation Plan will be implemented and operated.

-Authority
-Responsibility

-Policy
-Procedures
-Accountability

(2) Describe how operations will be evaluated and how the plan will be updated.

G. Energy Conservation:

(1) Describe how the study considered energy conservation requirements.

(2) Identify and tabulate transportation utilization practices and actions which will effect energy conservation (fuel savings).

Title 3—The President

Executive Order 12003 July 20, 1977

Relating to Energy Policy and Conservation

By virtue of the authority vested in me by the Constitution and the statutes of the United States of America, including the Energy Policy and Conservation Act (89 Stat. 871, 42 U.S.C. 6201 *et seq.*), the Motor Vehicle Information and Cost Savings Act, as amended (15 U.S.C. 1901 *et seq.*), Section 205(a) of the Federal Property and Administrative Services Act of 1949, as amended (40 U.S.C. 486(a)), and Section 301 of Title 3 of the United States Code, and as President of the United States of America, it is hereby ordered as follows:

SECTION 1. Section 1 of Executive Order No. 11912 of April 13, 1976, is amended to read as follows:

"Section 1. (a) The Administrator of General Services is designated and empowered to perform, without approval, ratification or other action by the President, the function vested in the President by Section 510 of the Motor Vehicle Information and Cost Savings Act, as amended (89 Stat. 915, 15 U.S.C. 2010). In performing this function, the Administrator of General Services shall:

(1) Promulgate rules which will ensure that the minimum statutory requirement for fleet average fuel economy is exceeded (i) for fiscal year 1978 by 2 miles per gallon, (ii) for fiscal year 1979 by 3 miles per gallon, and (iii) for fiscal years 1980 and after by 4 miles per gallon.

(2) Promulgate rules which will ensure that Executive agencies do not acquire, subsequent to fiscal year 1977, any passenger automobile unless such automobile meets or exceeds the average fuel economy standard for the appropriate model year established by, or pursuant to, Section 502(a) of the Motor Vehicle Information and Cost Savings Act, as amended (15 U.S.C. 2002(a)); except that, such rules (i) shall not apply to automobiles designed to perform combat-related missions for the Armed Forces or designed to be used in law enforcement work or emergency rescue work, and (ii) may provide for granting exemptions for individual automobiles used for special purposes as determined to be appropriate by the Administrator of General Services with the concurrence of the Administrator of the Federal Energy Administration.

"(b) The Administrator of General Services shall promulgate rules which will ensure that each class of nonpassenger automobiles acquired by all Executive agencies in each fiscal year, beginning with fiscal year 1979, achieve for such fiscal year a fleet average fuel economy not less than the average fuel economy standard for such class, established pursuant to Section 502(b) of the Motor Vehicle Information and Cost Savings Act, as amended (89 Stat. 903, 15 U.S.C. 2002(b)), for the model year which includes January 1 of such fiscal year; except that, such rules (1) shall not apply to automobiles designed to perform combat-related missions for the Armed Forces or designed to be used in law enforcement work or emergency rescue work, and (2) may provide for granting exceptions for other categories of automobiles used for special purposes as determined to be appropriate by the Administrator of General Services with the concurrence of the Administrator of the Federal Energy Administration.".

SEC. 2. Executive Order No. 11912 of April 13, 1976, is further amended by adding the following new Section:

"Sec. 10. (a)(1) The Administrator of the Federal Energy Administration, hereinafter referred to as the Administrator, shall develop, with the concurrence of the Director of the Office of Management and Budget, and in consultation with the Secretary of Defense, the Secretary of Housing and Urban Development, the Administrator of Veterans' Affairs, the Administrator of the Energy Research and Development Administration, the Administrator of General Services, and the heads of such other Executive agencies as he deems appropriate, the ten-year plan for energy conservation with respect to Government buildings, as provided by section 381(a)(2) of the Energy Policy and Conservation Act (42 U.S.C. 6361(a)(2)).

(2) The goals established in subsection (b) shall apply to the following categories of Federally-owned buildings: (i) office buildings, (ii) hospitals, (iii) schools, (iv) prison facilities, (v) multi-family dwellings, (vi) storage facilities, and (vii) such other categories of buildings for which the Administrator determines the establishment of energy-efficiency performance goals is feasible.

"(b) The Administrator shall establish requirements and procedures, which shall be observed by each agency unless a waiver is granted by the Administrator, designed to ensure that each agency to the maximum extent practicable aims to achieve the following goals:

(1) For the total of all Federally-owned existing buildings the goal shall be a reduction of 20 percent in the average annual energy use per gross square foot of floor area in 1985 from the average energy use per gross square foot of floor area in 1975. This goal shall apply to all buildings for which construction was or design specifications were completed prior to the date of promulgation of the guidelines pursuant to subsection (d) of this Section.

(2) For the total of all Federally-owned new buildings the goal shall be a reduction of 45 percent in the average annual energy requirement per gross square foot of floor area in 1985 from the average annual energy use per gross square foot of floor area in 1975. This goal shall apply to all new buildings for which design specifications are completed after the date of promulgation of the guidelines pursuant to subsection (d) of this Section.

"(c) The Administrator with the concurrence of the Director of the Office of Management and Budget, in consultation with the heads of the Executive agencies specified in subsection (a) and the Director of the National Bureau of Standards, shall establish, for purposes of developing the ten-year plan, a practical and effective method for estimating and comparing life cycle capital and operating costs for Federal buildings, including residential, commercial, and industrial type categories. Such method shall be consistent with the Office of Management and Budget Circular No. A-94, and shall be adopted and used by all agencies in developing their plans pursuant to subsection (e), annual reports pursuant to subsection (g), and budget estimates pursuant to subsection (h). For purposes of this paragraph, the term "life cycle cost" means the total costs of owning, operating, and maintaining a building over its economic life, including its fuel and energy costs, determined on the basis of a systematic evaluation and comparison of alternative building systems.

"(d) Not later than November 1, 1977, the Administrator, with the concurrence of the Director of the Office of Management and Budget, and after consultation with the Administrator of General Services and the heads of the Executive agencies specified in subsection (a) shall issue guidelines for the plans to be submitted pursuant to subsection (e).

"(e) (1) The head of each Executive agency that maintains any existing building or will maintain any new building shall submit no later than six months after the issuance of guidelines pursuant to subsection (d), to the Administrator a ten-year plan designed to the maximum extent practicable to meet the goals in subsection (b) for the total of existing or new Federal buildings. Such ten-year plans shall only consider improvements that are cost-effective consistent with the criteria established by the Director of the Office of Management and Budget (OMB Circular A-94) and the method established pursuant to subsection (c) of this Section. The plan submitted shall specify appropriate energy-saving initiatives and shall estimate the expected improvements by fiscal year in terms of specific accomplishments—energy savings and cost savings—together with the estimated costs of achieving the savings.

(2) The plans submitted shall, to the maximum extent practicable, include the results of preliminary energy audits of all existing buildings with over 30,000 gross square feet of space owned and maintained by Executive agencies. Further, the second annual report submitted under subsection (g) (2) of this Section shall, to the maximum extent practicable, include the results of preliminary energy audits of all existing buildings with more than 5,000 but not more than 30,000 gross square feet of space. The purpose of such preliminary energy audits shall be to identify the type, size, energy use level and major energy using systems of existing Federal buildings.

(3) The Administrator shall evaluate agency plans relative to the guidelines established pursuant to subsection (d) for such plans and relative to the cost estimating method established pursuant to subsection (c). Plans determined to be deficient by the Administrator will be returned to the submitting agency head for revision and resubmission within 60 days.

(4) The head of any Executive agency submitting a plan, should he disagree with the Administrator's determination with respect to that plan, may appeal to the Director of the Office of Management and Budget for resolution of the disagreement.

"(f) The head of each agency submitting a plan or revised plan determined not deficient by the Administrator or, on appeal, by the Director of the Office of Management and Budget, shall implement the plan in accord with approved budget estimates.

"(g) (1) Each Executive agency shall submit to the Administrator an overall plan for conserving fuel and energy in all operations of the agency. This overall plan shall be in addition to and include any ten-year plan for energy conservation in Government buildings submitted in accord with Subsection (e).

(2) By July 1 of each year, each Executive agency shall submit a report to the Administrator on progress made toward achieving the goals established in the overall plan required by paragraph (1) of this subsection. The annual report shall include quantitative measures and accomplishment with respect to energy saving actions taken, the cost of these actions, the energy saved, the costs saved, and other benefits realized.

(3) The Administrator shall prepare a consolidated annual report on Federal government progress toward achieving the goals, including aggregate quantitative measures of accomplishment as well as suggested revisions to the ten-year plan, and submit the report to the President by August 15 of each year.

"(h) Each agency required to submit a plan shall submit to the Director of the Office of Management and Budget with the agency's annual budget submission, and in accordance with procedures and requirements that the Director shall establish, estimates for implementation of the agency's plan. The Director of the Office of Management and Budget shall consult with the Administrator about the agency budget estimates.

"(i) Each agency shall program its proposed energy conservation improvements of buildings so as to give the highest priority to the most cost-effective projects.

"(j) No agency of the Federal government may enter into a lease or a commitment to lease a building the construction of which has not commenced by the effective date of this Order unless the building will likely meet or exceed the general goal set forth in subsection (b)(2).

"(k) The provisions of this Section do not apply to housing units repossessed by the Federal Government.".

Jimmy Carter

THE WHITE HOUSE,
July 20, 1977.

[FR Doc.77-21414 Filed 7-21-77;12:11 pm]

United States Department of the Interior

OFFICE OF THE SECRETARY
WASHINGTON, D.C. 20240

ORDER NO. 3007

Subject: Energy Conservation/Management Program

Sec. 1 Purpose. This order establishes Departmental policy to implement immediately Executive Order 12003 dated July 20, 1977, a copy of which is attached. The provisions of this order supersede the existing policy guidance for the Department's Energy Conservation/Management Program published in Part 752 of the Departmental Manual.

Sec. 2 Goals. Annual performance goals are hereby established that will achieve by 1985 the following: a 20% reduction in energy consumed in existing facilities; a 45% reduction in energy consumed in new facilities designed after 1977; annual incremental increases in the fuel efficiency of our entire motor vehicle fleet, and greater control over motor vehicle operations to ensure reduced fuel consumption.

Sec. 3 Scope of the Program. The Energy Conservation/Management Program will apply to all Department of Interior programs and operations of facilities, motor vehicles and equipment.

Sec. 4 Responsibilities. The following responsibilities are assigned for implementation of the Program:

(a) Assistant Secretary - Policy, Budget and Administration - is responsible for development of Departmental policy and for the broad overview of the program. Implementation and administration will be accomplished by the Department Energy Manager through the Office of Administrative and Management Policy by:

(1) Ensuring development and execution of an effective Departmentwide Energy Conservation/Management Program as described above, and in the following sections..

(2) Evaluating the development and implementation of the Energy Conservation/Management Program in bureaus and the Office of the Secretary, and advising and assisting in program improvement efforts.

(3) Ensuring compliance with statutory and regulatory requirements and standards for the Energy Conservation/Management Program.

CONSERVE AMERICA'S ENERGY

Save Energy and You Serve America!

(4) Providing liaison with other Federal agencies on all elements and aspects of the Energy Conservation/Management Program, and coordinating all program evaluations, technical assistance and related activities in the Department.

(5) Issuing implementation instructions within 10 days of the effective date of this order.

(b) Program Assistant Secretaries - are responsible for ensuring that bureaus under their purview develop implementing programs and systems for monitoring progress and management accountability, and the approval of such programs and systems.

(c) Heads of Bureaus - are responsible for overall implementation of the program and:

(1) Organizing and staffing for administration of the bureau's program to include:

(i) Establishing a full time Energy Manager responsible for and accountable to the bureau directorate or its equivalent for the management and coordination of the bureau's energy program.

(ii) Establishing full-time regional, State or area Energy Managers or assigning such a function as a collateral duty provided adequate time and management attention is allocated to the program.

(iii) The above duties will be accomplished within existing permanent employment ceilings. If this is not possible the duties will be assigned as a collateral function to a previously established position or positions.

(2) Coordinating bureau program development and implementation with the Office of Administrative and Management Policy for approval, and ensuring bureau compliance with statutory, regulatory and Departmental requirements and standards.

(3) Cooperating and coordinating with other bureaus through the Departmental Energy Manager in the conduct of the Department's Energy Conservation/Management Program.

Sec. 5 Program Planning/Monitoring. Bureaus will develop multi-year action plans which will include: annual mandated performance goals, specific means of achieving and monitoring the goals, and a system of accountability for the program.

Sec. 6 Energy Assessment. Bureaus will establish a system to assess formally, but simply, the energy consumption impact of all proposed new facilities, new programs, extensive modifications to existing facilities, and significant expansions of existing programs.

Sec. 7 Special Demonstration Projects. Bureaus will develop and participate in energy conservation pilot demonstration projects with other bureaus and, wherever possible, with appropriate outside agencies. These projects should be structured to demonstrate the application of new technologies which offer the potential for widespread use throughout the bureau and/or Department to advance energy conservation in the future. Typical categories for such projects include: use of electric vehicles; use of solar heating, cooling, and/or electrical generation; conversion of oil and gas use to coal or its derivatives, and use of high efficiency heating and pumping devices.

Sec. 8 Energy Awareness/Awards. Bureaus will develop methods and techniques by which management can encourage and recognize formally outstanding examples of energy conservation practices by employees on the job and at home.

Sec. 9 Budget Formulation. In order to budget properly for the Energy Conservation Program, bureaus will formally and clearly delineate personnel requirements, costs associated with acquisition (and leasing) of all motor vehicles, and facility modifications and use of new technology in the design and construction of new buildings in their annual budget formulation process.

Sec. 10 Effective Date. This order is effective immediately. Its provisions will remain in effect until its conversion to the Departmental Manual within a 180 day period following the effective date of this order, at which time this order shall terminate and be considered obsolete.

James A. Joseph

Acting Secretary of the Interior

Date: AUG 19 1977

Attachment

THE WHITE HOUSE

WASHINGTON

April 10, 1979

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MEMORANDUM FOR THE HEADS OF

EXECUTIVE DEPARTMENTS AND AGENCIES

SUBJECT: Required 5% Reduction in Agency Energy Use

The U.S. has taken the lead to get the member nations of the International Energy Agency to reduce petroleum consumption. Our goal, as part of this commitment, is to reduce oil imports by a level equal and up to 5% of projected domestic consumption. This goal must be met to help reduce the upward pressure on world oil prices.

The Federal Government will do its part. I am directing that Executive departments and agencies reduce energy consumption by 5% for the twelve-month period beginning April 1, 1979, as compared with the preceding twelve months.

In achieving this reduction, the following specific actions are to be taken:

- Set thermostats in all Federally-operated buildings, except where required for health and safety or special purposes, at not more than 65 degrees during working hours and 55 degrees during non-working hours for the heating season and at not lower than 80 degrees for the cooling season.

- Reduce use of all automotive fuels by 10%.

Each agency will have to take additional steps to achieve the full 5% reduction goal. These initiatives should be selected so as to avoid adverse programmatic impacts. As directed in my February 2, 1979 memorandum, for example, heads of agencies may reduce lighting and other electrical use throughout agency activities and reduce petroleum use by eliminating unnecessary activities and vehicle trips. Credit will be given for fuel switching from oil to gas or coal.

Within 30 days, please submit to the Secretary of Energy a plan for achieving the reduction in energy use. Each agency that now reports quarterly energy consumption to the Secretary of Energy should identify in the quarterly status reports the actual energy savings attributable to this effort.

I have directed the Secretary of Energy, in consultation with the Office of Management and Budget, to monitor compliance with the provisions of this directive. They will periodically report to me on accomplishments, problems with respect to adverse impacts on agency missions, and further actions which may be required.

Jimmy Carter

United States Department of the Interior

OFFICE OF THE SECRETARY
WASHINGTON, D.C. 20240

APR 20 1979

Memorandum

To: Assistant Secretary - Energy and Minerals
Assistant Secretary for Fish and Wildlife and Parks
Assistant Secretary - Indian Affairs
Assistant Secretary - Land and Water Resources
Assistant Secretary - Policy, Budget and Administration

From: The Secretary

Subject: Energy Conservation

On February 2 President Carter sent a memorandum to heads of agencies asking them to take immediate steps to reduce the use of petroleum fuels because of the Iranian situation.

This memorandum also required agencies to report specific energy savings resulting from actions taken in response to the directive. This report will be a part of the regular second quarter energy conservation report to the Department of Energy. In order that these data can be submitted in a timely fashion, I would appreciate you ensuring that your bureaus submit their second quarterly report to the Office of Administrative and Management Policy by May 10, 1979. Specific data to be included with their regular reports are outlined in Enclosure 1.

President Carter recently issued another directive on April 10 to heads of agencies requiring them to reduce energy consumption by 5 percent over the next year (Enclosure 2). Some of the specific actions which must be included in this effort are: reduce by 10 percent motor vehicle fuel used and set thermostat temperatures at 80°F for the cooling season and 65°F during working hours for the heating season. In addition, the memorandum requires agencies to submit to the Secretary of Energy by May 10, 1979, their plan for achieving the 5 percent reduction. Therefore, each of you should immediately direct your bureaus to develop such plans. The plans should be submitted to the Assistant Secretary - Policy, Budget and Administration by May 1, 1979. He will then prepare a consolidated agency response to the Secretary of Energy for my signature by May 10, 1979.

I would appreciate your continued support in this most important Presidential initiative.

Cecil D. Andrus

Enclosures

cc: Heads of Bureaus and Offices

REQUIREMENTS FOR SECOND QUARTER
ENERGY CONSERVATION PERFORMANCE REPORT

Each Bureau shall submit to the Office of Administrative and Management Policy by May 10, 1979, the following information:

1. Second quarter energy conservation data report.

2. Cumulative mid-year energy conservation data report.

3. Deviation reports.

4. Status report on action/initiatives included in Bureaus' FY 1979 Energy Conservation/Management Program Plans.

5. Status of FY 1979 special demonstration projects.

6. Data showing specifically any energy savings achieved by initiatives taken in response to the Secretary's memorandum of March 9, 1979, regarding the Iranian situation.

7. Revised FY 1979 Energy Conservation Program Plan.

United States Department of the Interior

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BUREAU OF LAND MANAGEMENT
WASHINGTON, D.C. 20240

MAY 3 1979

Memorandum

To: Assistant Secretary-Policy, Budget and Administration

Through: Assistant Secretary-Land and Water Resources

From: Director

Subject: Energy Conservation

In response to Secretary Andrus' memorandum dated April 20, 1979, we have taken or will take the following actions to meet our commitment to the energy conservation program. Further instructions to our field offices will be issued once we have received your approval of our action plan.

I. Buildings and Facilities Operation.

A. Set thermostats at no more than 65° during working hours and 55° during nonworking hours for the heating season and at no lower than 80° during the cooling season.

B. Install automatically-timed thermostats in Bureau-owned buildings that do not already have them.

C. Require Bureau managers to carefully review their preliminary energy audits and conduct energy surveys on facilities which indicate either a high energy usage or have a potential for conversion to energy sources other than oil, such as a conversion to coal, geothermal steam, or natural gas.

For the most part, the above action items were included in our response to the Iranian situation. It appears the goals are compatible and will result in a reduction of our energy consumption. As you know from previous reports, BLM has obtained a 23 percent reduction in BTU's/GSF since our base period of FY 75. However, another 5 percent reduction may be much more difficult to obtain and we are hopeful our past accomplishments will be recognized when measuring against our current reduction efforts.

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II. Automotive Fuels. A 10 percent reduction in automotive fuels (assuming total gallons consumed not average miles per gallon) from our consumption levels of the past year would have serious adverse results on high priority national programs. The court-ordered grazing environmental statements, the coal environmental statements, the soil and vegetative inventories, endangered species inventories, and the wilderness reviews and inventories all require extensive field work and transportation. Although the Bureau did not get an increase in permanent personnel this year to accomplish these tasks, we did get approximately a 12 percent increase in dollars, a portion of which was specifically designated to accomplish congressional add-ons. Among other things, the dollar increase pays for additional temporary employees and transportation costs. In June 1978, BLM operated 3,301 GSA vehicles and 752 BLM-owned vehicles. Since that time, we have processed requisitions to purchase 348 vehicles many of which we expect delivery on during the field season. In addition, we are in the process of leasing 160 vehicles this field season to provide transportation to accomplish field work related to the above high priority commitments. As a result of the Motor Vehicle Management Study and subsequent policy instructions, we have made significant inroads in downsizing our existing fleet. For example, 191 of the 348 vehicles mentioned above are compact pickups. We will reduce our automotive fuel consumption as much as possible by taking the following specific actions:

A. Attempt to lease 160 compact pickups in place of the 160 full-size pickups and carryalls identified by our field offices.

B. Reduce GSA sedan and station wagon fleet use by 25 percent.

C. Explore opportunities for further stationing 4 x 4 vehicles at remote sites and flying or busing field crews to the remote locations either daily or on a weekly basis. This will require a modification of our existing policy to maximize use of all vehicles, i.e., the 4 x 4 vehicles will be used primarily in the back country and appear as underutilized in our reporting system.

D. Initiate a more liberal use of overtime to cut down on field trips, i.e., staying in the field longer on each day.

E. Within existing travel ceilings, initiate a more liberal per diem policy, i.e, stay in the field locations rather than commuting.

Some of the above items would not be cost-effective and would be counterproductive to the national inflation battle.

In spite of the extreme nature of the above actions, we will still fall far short of a 10 percent reduction in automotive fuels. A no-growth goal is more realistic and in keeping with the Secretary's direction on our priority assignments. If a 10 percent reduction (total gallons) commitment is mandated to BLM, there will be significant impacts on some or all of the following travel-related programs;

A. 13 court-ordered grazing environmental statements;

B. 7 regional coal environmental statements;

C. Soils and vegetative and wildlife inventories needed prior to the multiple resource environmental statements;

D. 27 endangered species inventories directed by the Secretary;

E. 55 wilderness study areas;

F. Allotment management plans (AMP's) within 8 approved ES areas;

G. 37 cooperative habitat management plans;

H. 23 short-term coal leases;

I. Compliance review on 48,000 cases, i.e., 10,000 oil and gas cases; 21,000 timber sales; 7,000 realty cases; 1,000 recreation sites; etc.

The short deadline allowed to respond to the Secretary's memorandum does not permit indepth field analysis of the impacts the 10 percent reduction would have on the above commitments. An across-the-board 10 percent reduction to all field offices would be inefficient and a nightmare to administer. We would have to consider programs, priorities, personnel, vehicles, etc., and determine which programs could be curtailed and the impacts in terms of accomplishments.

In an attempt to be responsive to the Secretary's memorandum, we have identified some limited actions which we feel will have application to the energy reduction program and, at the same time, be in accordance with the Secretary's direction in our total program. We feel a no-growth program under the circumstances is very aggressive.

Under our present reporting system, we are not taking credit for our existing and proposed motor vehicle initiatives, i.e., downsizing of our fleet mix, stationing vehicles at remote sites, etc. We have been basing our fuel consumption on an overall average of 15 miles per gallon. We felt as long as we were consistent in comparing various periods against the FY 75 base period, it was not worth the level of detail necessary to extract mileages by various classes and compute the gallons

consumed. The April 10, 1979, Presidential directive indicates that we must make a special effort to conserve fuel. To demonstrate that we are making this effort, we must first do a better job of presenting the results of our actions. Although, we cannot obtain a 10 percent reduction in total fuel consumed, due to our previously discussed priority field programs, we feel confident a close analysis will show our actions are having a significantly favorable impact on our miles per gallon. An analysis based on miles per gallon is consistent with the analysis of facilities based on BTU's/GSF and is realistic for our Bureau.

[illegible] E. Petty

Acting Associate